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ANNEX I

ESTABLISHMENT OF AN
INTERDEPARTMENTAL INTELLIGENCE COORDINATING AUTHORITY
AND AN
INTERDEPARTMENTAL SECURITY COORDINATING AUTHORITY

ORGANIZATION

1. Pursuant to a letter from the President, dated September 20, 1945, directing the Secretary of State to "take the lead in developing a comprehensive and coordinated foreign intelligence program for all Federal agencies concerned with that type of activity . . . through the creation of an interdepartmental group, heading up under the State Department, which would formulate plans for (the President's) approval", there is hereby established an Interdepartmental Intelligence Coordinating Authority (I.I.C.A.) and an Interdepartmental Security Coordinating Authority (I.S.C.A.)

MEMBERSHIP

2. I.I.C.A. The Interdepartmental Intelligence Coordinating Authority will consist of the Secretary of State as Chairman, and of the Secretaries of War and the Navy.

3. I.S.C.A. The Interdepartmental Security Coordinating Authority will consist of the Secretary of State as Chairman, and of the Secretary of the Treasury, the Secretary of War, the Attorney General, and the Secretary of the Navy.

4. Deputies. Any member of either Authority may designate a deputy of the rank of Under or Assistant Secretary who shall have plenary powers.

5. Secretariat. The Authorities will be served by a single Secretariat, consisting of an Executive Secretary and two Deputy Secretaries appointed by the Chairman, Assistant Secretaries approved by the appropriate authority on the recommendation of the Executive Secretary, and a secretarial staff appointed by the Executive Secretary either from personnel of the Department of State or by detail from other participating agencies. All members of the Secretariat, except the Executive Secretary, shall normally have no other duties. The staff of Assistant Secretaries may be augmented, on approval of

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the appropriate authority, by detail on loan of personnel from agencies other than those represented on the Authority. Administrative services, other than the provision and pay of personnel, will be furnished by the Department of State.

6. Advisory Groups. The Executive Secretary will be advised and assisted in the performance of his duties by an Advisory group for each Authority, consisting of a full-time representative of each of the following officials:

a. I.L.C.A.

- (1) Assistant Chief of Staff, G-2, WDGS
- (2) Director of Naval Intelligence
- (3) Assistant Chief of Air Staff, Intelligence

b. I.S.C.A.

- (1) Chief Coordinator, Treasury Enforcement Agencies
- (2) Assistant Chief of Staff, G-2, WDGS
- (3) Director of the Federal Bureau of Investigation
- (4) Director of Naval Intelligence

7. Committees. Each Authority, upon recommendation of the Executive Secretary, will establish Committees, each of which will cover a major subject, area, or kind of operation within the purview of the Authority. Such Committees will be the primary means by which the Authorities will carry out their missions. Each Committee will consist of an Assistant Secretary as Chairman, and of specially qualified representatives from all agencies interested, either as customer or contributor, in the subject, area or kind of operation covered by the Committee. An Assistant Secretary designated as Chairman of a Committee will normally be detailed on a reasonably long-term basis from the agency having primary responsibility or interest in that field. Administrative and secretarial services for each Committee shall be furnished by the Executive Secretary.

DEFINITIONS

8. Intelligence. As used herein, "intelligence" means all significant information about foreign nations, peoples

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peoples, forces, events, conditions, capabilities, and intentions which we need to know in order to safeguard our national security and further out national interests.

9. Security Intelligence. As used herein, "security intelligence" (sometimes referred to as "counter-intelligence") is the special category of intelligence covering all significant information about hostile persons, movements, ideologies, and activities, whether directed from at home or abroad, which constitute a real or potential threat to the security of our properties, affairs, or institutions.

FUNCTIONS

10. I.I.C.A. and I.S.C.A. The Interdepartmental Intelligence Coordinating Authority, in the broad field of foreign intelligence, and the Interdepartmental Security Coordinating Authority, in the specialized field of internal security and security intelligence, shall each be responsible for the following functions:

a. The determination and collation of national intelligence and security objectives and requirements, including those of all departments and agencies.

b. The determination of the most efficient and effective means, in terms of actual operations, for accomplishing these objectives and meeting those requirements.

c. The assignment, through a series of specific operating plans, of operating responsibilities to the various departments, based upon the general responsibilities of each department and the extent and effectiveness of its intelligence facilities.

d. The continuous review of the adequacy and economy of the total intelligence and the total security programs of the government.

e. The establishment and direction of centralized intelligence or security operations when such operations cannot be performed effectively

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by existing departmental agencies but must be performed centrally for reasons of national policy or because they involve the partial contribution of many agencies.

f. The development of plans, legislation, and other instruments as needed or in readiness for the adjustment of the intelligence or security programs in the event of emergency or other changed conditions.

g. Such other responsibilities as are required to develop comprehensive and coordinated foreign intelligence and security programs for all Federal agencies concerned with those types of activity.

11. Secretariat. Under the supervision and direction of the Executive Secretary, the Secretariat shall:

a. Plan the Authorities' programs and serve as the executive for carrying them out.

b. Direct and coordinate the activities of the Committees, serve as their chairman, and be responsible for the effective conduct of the Committees' affairs.

c. Present recommendations and plans to the Authorities for decision.

d. Develop the document procedure and all other procedures of the Authorities or Committees.

e. Provide the Authorities and Committees with secretarial service.

f. Maintain the document files including all correspondence, agenda, minutes, study sheets, decisions, directives, operating plans, and manuals.

g. Provide other necessary services.

12. Advisory Groups. Each member of the Advisory Groups shall advise and assist the Executive Secretary in the following manner.

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- a. Act as an informal channel of communication between his agency and the Executive Secretary.
 - b. Act as consultant to the Executive Secretary on all matters of interest to his agency.
 - c. Assist the Executive Secretary in implementing decisions and programs of the Authorities so far as they affect his agency.
 - d. Assist the Executive Secretary in procuring necessary personnel and facilities for the Secretariat and Committees from his agency.
13. Committees. Within the assigned subject, area or kind of operation, each Committee shall:
- a. Develop a detailed statement in compiled and indexed form of the national requirements in its field of activity, including those of any department of interest.
 - b. Determine the means, in terms of actual operations, for fulfilling those requirements.
 - c. Develop, for submission to the appropriate Authority, proposed specific operating plans.
 - d. Develop, for submission to the appropriate Authority, proposed plans, legislation and other instruments for the adjustment of operations in the event of emergency or other changed conditions.
 - e. Serve as a continuing group responsible for developing a coordinated program and for reviewing its adequacy and economy of operation.
 - f. Engage in such other operations only as specifically directed by the appropriate Authority.

PROCEDURE

14. Subject to review by the Authorities at their request, all procedures shall be established by the Executive Secretary.

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15. The Executive Secretary, in presenting material for the consideration of the Authorities, will be responsible for indicating the extent of agreement or disagreement therein, for transmitting in detail proposals in substantial variance from that of the majority of the Committee covering that field of activity, and for indicating his own recommendations.

16. Committees are authorized to establish subordinate working groups or to request assistance in the performance of their functions from individual agencies.

17. When the actual conduct of a centralized intelligence or security operation is directed, the appropriate Authority will appoint an executive who shall be responsible to the Authority for the effective conduct of that operation. The personnel (including the executive) funds and facilities required to conduct such an operation shall be provided by the departments participating in the operation in amounts and proportions agreed by them and approved by the appropriate Authority, based upon the relative responsibilities and capabilities of the participating departments.

18. The Chairman of each Authority will ascertain and prescribe the occasion for and manner in which the decisions of the Authority will be submitted to the President prior to their promulgation and execution.

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ANNEX II

PROGRAM OF OPERATIONS FOR THE INTERDEPARTMENTAL
INTELLIGENCE COORDINATING AUTHORITY AND
THE INTERDEPARTMENTAL SECURITY
COORDINATING AUTHORITY

Formulation of Plans for Coordination

The formulation of plans for coordinating activities will be performed by Committees covering specialized subjects, areas, or kinds of operations. The intelligence coordinating Authority, for example, will establish Committees which might cover such subjects as Politics and Government; People and Social Forces; Economics; Armed Forces; Geography, et cetera; and such types of operations as Standardization of Terminology, Forms and Procedures; Acquisition of Foreign Publication; Mapping and Photography; et cetera. Committees formed by the security coordinating Authority might cover such matters as Censorship; Travel Control; Preventive Investigations; Security Advisory Services; Economic Security Controls, et cetera. Each Committee will consist of a chairman responsible for the effective conduct of the Committee's affairs, and of representatives from all agencies having official responsibilities in the Committee's field of activity. The chairman will normally be detailed on a reasonably long-term basis from the agency having primary responsibility or interest in that field, as determined by the appropriate Authority. Each of the other members should normally be the official in his agency responsible for the conduct of affairs in the Committee's field. In any case, he must be thoroughly cognizant of and capable of representing his agency's objectives and requirements in that field.

The ultimate objective of each Committee will be the continuing review and development of a complete operating plan to achieve most efficiently and effectively the national objectives and requirements in its field, including those of all agencies. In most cases, this will have to be done piecemeal through the preparation of a series of detailed plans covering specific problems in the field. The first step will probably be determining those problems, assigning them priorities, and mapping a program along that line.

In the case of each problem, each member will submit the requirements of his agency. These will be collated and carefully studied to fill in any gaps or omissions from a national point of view.

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The actual operations, such as collection, evaluation and dissemination necessary to meet these requirements will then be determined. Next, the Committee, by mutual agreement, will determine which agencies can most appropriately and capably perform each function required to accomplish the complete operation. These findings, in the form of an operating plan and in sufficient detail to permit their effective implementation, will then be submitted to the appropriate Authority for approval. The Committee will subsequently keep that plan under continuing review, and recommend promptly any desirable revisions.

Execution of Plans for Coordination

The responsibility for initiating and supervising the execution of approved plans will rest with an Executive Secretary of the Authorities, who will also plan the Authorities' programs, direct and coordinate the Committee's activities, and otherwise serve the Authorities. Execution of approved plans should normally consist of transmitting such decisions to the agencies designated to implement them, and subsequently reviewing the manner of implementation.

In accordance with the President's desire for State Department leadership, the Secretary of State as Chairman of the Authorities should appoint the Executive Secretary and his deputies, and should generally be responsible for furnishing the Secretariat. This will provide for simplified, consistent and effective administration. Procurement of appropriations will also be facilitated. The alternative to this is either an independent budget, which is not possible without legislation, or dispersal of the responsibility for administrative services amongst the participating agencies. Such dispersal is undesirable.

To ensure that the officials of the various departments primarily responsible for the conduct of operations are adequately represented in the affairs of the Authorities and to assist the Executive Secretary in conducting the Authorities' affairs and implementing their decisions, there should be an Advisory Group with the Secretariat consisting of full-time representatives of the above-mentioned operating officials.

Conduct of Centralized Operations

The actual performance of centralized operations will require a radically different procedure from that outlined

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above, and in fact should be individually designed in each case to fit the type of operation. Certain basic principles may however be established.

First of all, no central operation should be undertaken which can be effectively performed by existing agencies within the normal framework of government. A centralized operation should be undertaken only when required because no individual agency can effectively perform it. Second, when a centralized operation is decided upon, responsibility for its effective conduct should always be placed upon a single executive, who should be responsible directly to the appropriate Authority. Third, a centralized operation should be a completely cooperative venture on the part of all agencies having official responsibilities in that field. The necessary funds, personnel, and facilities should be provided by such agencies, apportioned by agreement amongst them and with the approval of the appropriate Authority on the basis of their relative responsibilities and capabilities in that field. Any other solution will not provide for maximum utilization of existing resources, will encourage over-centralization and lead to uneconomical and unnecessary duplication, and will inevitably infringe upon the basic responsibilities of existing departments and agencies. An independent budget would require an annual airing of the operation, thus jeopardizing its security which in certain cases would result in serious loss of effectiveness. Moreover, it is likely that independent agencies outside the normal governmental framework would find it increasingly difficult to obtain adequate funds. Finally, as previously noted, the President's directive, by its stress on inter-departmental activities, implies a desire for cooperative, rather than independent, operations.

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